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The Royal Commission on Metropolitan Toronto

Demographic Trends in Metropolitan Toronto



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DEMOGRAPHIC TRENDS

IN

METROPOLITAN TORONTO

APRIL 1975

A RESEARCH REPORT PREPARED BY N. CHERUKUPALLE INC.



PREFACE

This study is one in a series of background reports prepared for The Royal Commission on Metropolitan Toronto, designed to provide the public with an appreciation of Metropolitan Toronto and its government, prior to and during the public hearings. A full listing of the background studies appears on the inside back cover of this document.

Any opinions or views expressed herein are those of the consultants and are not necessarily shared by the Commission.

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DEMOGRAPHIC TRENDS IN METROPOLITAN TORONTO

A research report on the past, present and future population of Metropolitan Toronto and the adjacent regional municipalities.

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Howard Boughey edited the report and along with Christine Szeto, typed several drafts.

Nirmala Cherukupalle directed and researched the study and wrote the final report.

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^{*}This Technical Appendix is available on request from The Royal Commission on Metropolitan Toronto.

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SUMMARY

Today, Metropolitan Toronto has a population of 2.2 million. In 1971, the base year for the analyses in this report, it had 2.09 million people: slightly less than a tenth of Canada's population, and almost three quarters of the population of the Central Ontario Lakeshore Urban Complex (COLUC).

The inner three municipalities of Metro Toronto contain less than half of its population and are growing very slowly. Metro's growth rate during the period 1951-61 averaged 4.5% annually, about one and one half times the growth rate of the country. Although the rate of growth of Metropolitan Toronto's population decreased somewhat in the decade 1961-71, its relative growth vis-a-vis Canada remained the same.

Despite the fact that Ontario is a growing province which attracts young people in childbearing ages, the relative size of the age group under twenty in this province is lower than that of Canada as a whole (39.4 percent) and Metro Toronto as a whole has an even lower proportion in this age group group. Older people (over 65) are relatively more numerous in the inner municipalities while young families prefer the outlying boroughs. The relative proportions of non-working age groups are somewhat lower in Metropolitan Toronto, compared to those of Ontario and Canada.

Employment and labour force analysis has been collated from various sources that are not strictly comparable with each other. Labour force participation rates are similar throughout Metro with one exception: participation rates for females are slightly (3%) higher in the inner three boroughs.

Metro Toronto experienced an average increase of 20,700 jobs a year from 1956 - 1970. During this period, employment shifted outward from the inner three boroughs to the outer three; the inner three accounted for 84% of the total employment in 1956 but only for 59% of the total employment in 1970. Further, employment grew 1.9% in the inner three

during this period while it grew 276.3% in the outer three. East York and Scarborough have relatively low concentrations of employment in relation to population compared to other area municipalities.

In terms of types of employment, the City has a relatively high concentration of office employment in relation to the other parts of Metro, but especially in relation to the inner boroughs. Retail employment is more evenly distributed. The outer boroughs have over half the manufacturing and wholesale employment but are relatively deficient in service employment.

The components of growth, natural increase and migration, have accounted differently for growth in Metro Toronto as compared to Ontario and Canada. Metro Toronto has a much higher rate of natural increase as compared to Ontario and Canada; a relative rate that reflects the urban area's age structure and is not likely to change even if international migration patterns change.

Despite this relatively high rate of natural increase, during 1951-71 Metro's population grew largely as a result of migration. International migration accounted for the largest part of this growth. Metro has now begun to lose people to the outlying regional municipalities, but its size has not decreased absolutely because of the volume of international migration, and to a lesser extent, interprovincial movements. Within Canada, Metro Toronto loses people to Alberta and British Columbia and has traditionally gained people from the Atlantic provinces and the Prairies. Recently, the Province of Quebec has begun to contribute significantly to this interprovincial net gain in Metro.

Where immigrants go within Ontario and Metro seems to be related to their country of origin. Americans and Northern Europeans are relatively more dispersed than other groups. Major studies on immigration have emphasized that immigrants have gone to areas of lowest unemployment and highest labour demand.

Interprovincial inmigration into Ontario originates in the Atlantic provinces, the Prairies and more recently in Quebec. Of these, the movement from the Prairies is relatively more concentrated in the COLUC region, though the magnitude of the movement from the Prairies is only a seventh of that from Atlantic Canada and Quebec.

While the degree to which migrants concentrate within the COLUC region differs with the origin of the migrant, about three quarters of all interprovincial migrants who come to COLUC come to Metro, while over four fifths of the immigrants who come to COLUC come to Metro. The international movement into Metro is several times the size of the interprovincial movement, but migrants to COLUC from all origins concentrate in Metro in all cases.

Migration, however, is a decreasing component of Metro's growth as compared to that of the adjacent areas of York, Peel and Halton regional municipalities

The most frequent long range estimates place Metro's future size (the modal estimate) between 2.8 million and 3.0 million in the year 2001, as compared to today's 2.2 million. However, estimates based on the projections of the economic determinants of urbanization into the future are higher than 4 million for the same year. In addition, estimates made during the late sixties and early seventies are higher (because of growth oriented assumptions built into the projections) while estimates made in the last few years are more conservative. Since population projection is merely the construction of various future scenarios based on demographic, economic or on both types of assumptions, and since these assumptions tend to reflect the mood of the times and changing trends in economic and demographic factors, the wide range in projected population figures is not surprising. In the long run, official plans, growth philosophies and the extent to which decreased economic prosperity is acceptable, will together determine Metro's rate of growth and its size in the year 2000.

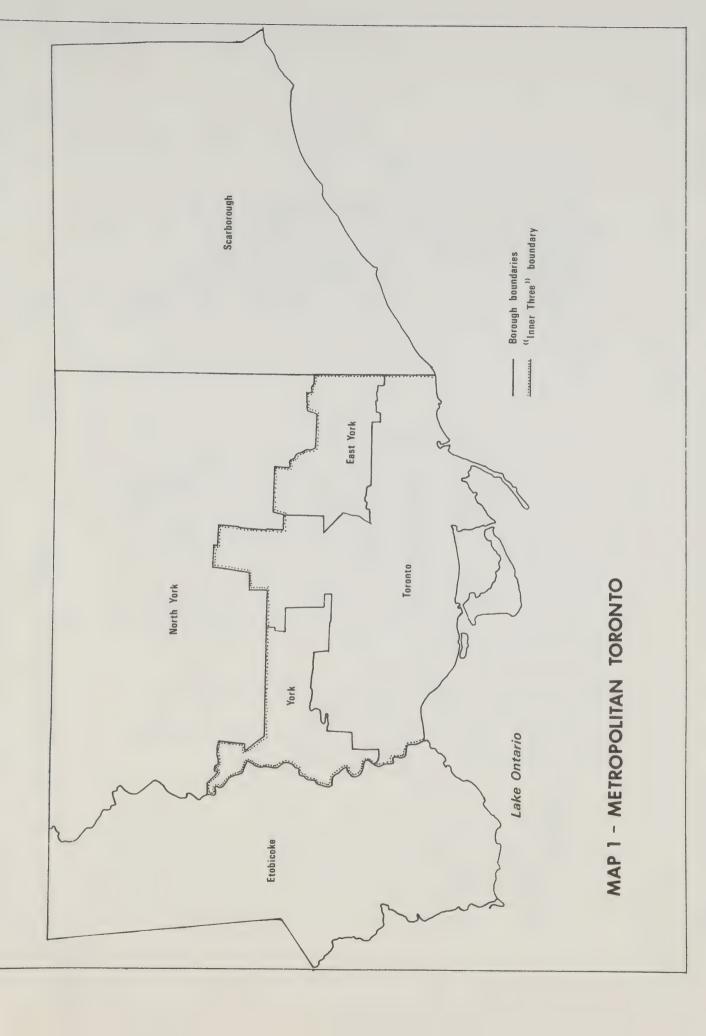
During the period 1975 - 1981, i.e., the short run, international migration provides the key to Metro's growth. Should immigration be curtailed sharply, Metro's rate of growth will fall sharply. Should the composition of the immigration stream shift away from southern Europe, Asia and the Caribbean to northern and western Europe and to the U.S.A., Metro Toronto's growth rate will begin to fall as well.

Development policies of the Boroughs of Scarborough and North York reflected in official plans, as well as the pace of development in the outlying regions of Peel, York and Durham will affect Metro Toronto's short term growth prospects.

Medium range projections of Metro's population place its size between 2.46 and 2.89 million.

Toward the end of this period, i.e., in the mid-1980's, the rate of natural increase will become a more important determinant of Metro's growth rate than migration.

It is at that time that the effects of the implementation of the Design for Development concept with its plans to channel growth to the Durham region and elsewhere, will begin to have a significant impact on Metro. The actual impact of this policy will depend on the location of growth nodes in Durham and on the phasing of growth. If major growth nodes begin to center around the Pickering Airport and the North Pickering community and if the airport brings with it better transportation into Metro, then the collective effect of these factors might be to increase the attractiveness of Metro as a place of work and to centralize growth, once again. This assumes of course that the decentralizing effects discussed for the earlier period (immigration policy changes, and greater pace of decentralization to the outlying regional municipalities) will come to fruition.



I.PROLOGUE

The Scope of the Study

This report on DEMOGRAPHIC TRENDS IN METROPOLITAN TORONTO deals principally with the interpretation of past, present and future characteristics of the population of the Municipality of Metropolitan Toronto, and to a lesser extent with the regional municipalities of Peel, York and Durham. A comparison with demographic trends in Southern Ontario, in the province and in Canada provides a context for this interpretation.

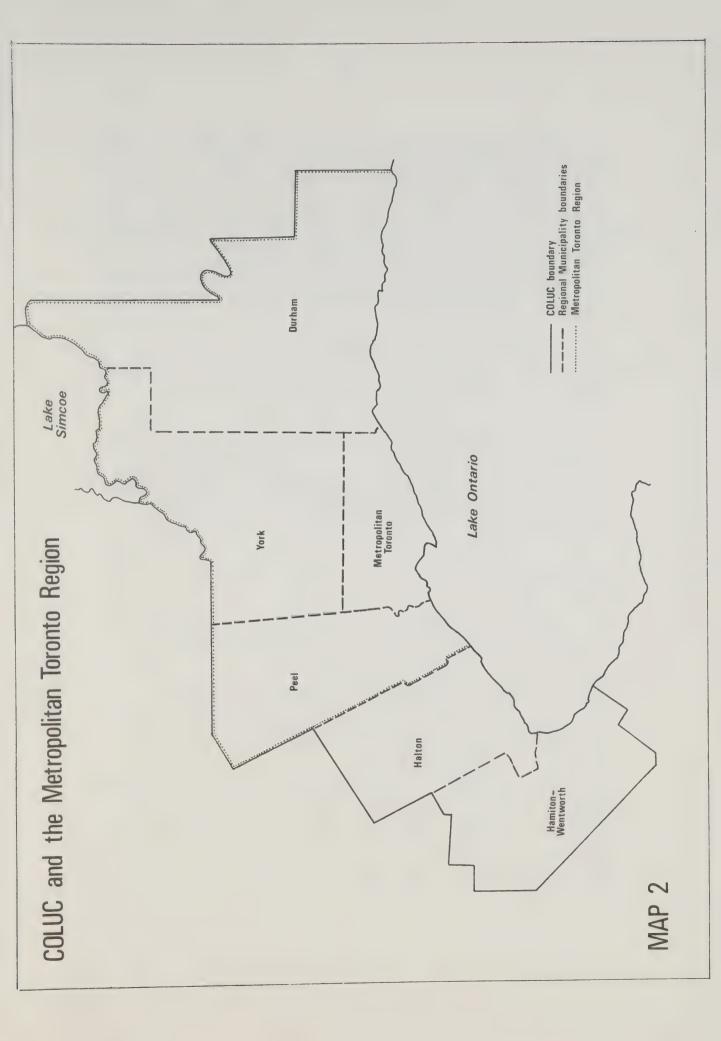
Organization

The report is divided into five major sections plus a technical appendix.

Following this prologue, the second section presents information on past and present population characteristics of Metropolitan Toronto: its size, and the relative sizes of the six area municipalities, i.e. the City of Toronto and the Boroughs of York and East York, ('inner three') and the Boroughs of Scarborough, North York and Etobicoke ('outer three'). Age and sex composition, labour force and employment distribution are also presented by area municipality. Past rates of growth and past changes in age composition conclude this description of area municipality populations.

The third section is an analysis of the components of population growth in Metro and its area municipalities from 1951 - 1971. Changes in these components are interpreted within the context of changes in the same components for Southern Ontario*, Ontario and Canada.

^{*}The Toronto Centred Region, (TCR) and the Central Ontario Lakeshore Urban Complex (COLUC), defined by the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs are the specific areal units of Southern Ontario used for comparative purposes. Boundaries of TCR go beyond the study area; those of COLUC are shown on Map 2.



Migration movements, the major determinants of population growth and distribution in 1951 - 1971, are analysed in considerable depth in Section III.

Immigration was by far the most significant component in Metro's growth over the last two decades. Section IV of the study therefore presents an overview of federal and provincial immigration policies and the extent to which they have determined the size and nature of international migration to Metro and Southern Ontario.

The last section interprets the various population projections for Metro Toronto and those for Canada and Ontario that may be relevant to Toronto within the context of recent planning policy and changing social attitudes toward growth.

The Technical Appendix to the report is in two parts: first, a collation of the assumptions and methodologies of all relevant population projections, and second an assembly of projections by target dates to 2001 for Canada, Ontario, various subregions of Southern Ontario, Metropolitan Toronto and the area municipalities.

Methodological Note

Several caveats are in order in a study of this nature, which assembles data from secondary and sometimes tertiary sources.

First and foremost, a reiteration of the universal cautionary advice given to the research team is warranted: projections must be treated as preliminary estimates, based on the construction of various future scenarios. Not all of them may be 'reasonable' or 'realistic' because they were not intended as predictions of the future or as desirable targets (except when targets were stated as such). Municipal agencies have now resorted to estimating 'capacity' figures with no target dates, to avoid the dangers of producing self fulfilling prophesies. Detailed discussion of sources and methods of computation is provided only for those tables which

the consultants have compiled from primary sources, such as the census, vital statistics and published or unpublished area municipality reports. Unless otherwise stated, tables and analyses available from secondary sources such as the Ontario Population Study of the Ontario Institute for Studies in Education, and the various population studies of the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs, have been used in this report directly as secondary sources of information, without any re-analysis of their source data to verify their conclusions.

II. POPULATION CHARACTERISTICS - PAST AND PRESENT

Introduction and Summary

The starting point for an examination of demographic trends in Metropolitan Toronto is a consideration of such population characteristics as population size, age and sex composition and population and employment distribution, and how these characteristics have changed over time. Since changes in population characteristics are at least in part dependent on changes in the geographic distribution of population, it is important to consider how these characteristics relate to the wider context of the Metropolitan Toronto Region , Southern Ontario, (especially the COLUC area), the Province and the nation. Changes in population characteristics both reflect and are dependent on policy decisions made by senior levels of government.

Throughout this report, reference is made to a number of different study areas, the boundaries of which vary according to the purpose and scope of the study that defined these units. A definition of the basic areal units used in this report, illustrated in Maps 1 and 2, is therefore provided:

- 1. Metropolitan Toronto is the Municipality of Metropolitan Toronto and is referred to most often as 'Metro Toronto' or as simply 'Metro'. This is a federation of six municipalities, the inner three being the City of Toronto, the Borough of East York and the Borough of York, and the outer three consisting of the Boroughs of Etobicoke, North York and Scarborough*.
- 2. Metropolitan Toronto Region, for the purpose of this report, includes the Municipality of Metropolitan Toronto and the three adjacent regional municipalities of Peel on the west York on the north and Durham on the east.

^{*}The inner three correspond generally to the built up central city and the outer three to the suburbs.

In addition, the boundaries of the COLUC planning area, which is comprised of the Municipality of Metropolitan Toronto, the three adjacent regional municipalities of Peel, York and Durham, plus the regional municipalities of Halton and Hamilton-Wentworth, are indicated in Map 2. The Toronto Region of COLUC coincides, for the purpose of this report, with the Metropolitan Toronto Region defined above.

Today's Population

There are now (in 1975) an estimated 2.2 million people living in Metropolitan Toronto. However, for the purpose of comparison with the wider context of the Metropolitan Toronto Region, the COLUC planning area, the Province and the nation, it is more practical to use the actual population figures provided by the latest Census of Canada for the year 1971.

Taking 1971 as the base year for description of the present size of the population, there were 2,086,117 people living in Metropolitan Toronto. This number represented three fourths of the total population of the COLUC Toronto Region (2.8 million), over a quarter of Ontario's population (7.7 million), and approximately a tenth of the total population of Canada (21.6 million). Table II-1 summarizes the relative population totals and rates for the year 1971.

TABLE II-1*
CANADA, ONTARIO, COLUC AND METROPOLITAN TORONTO POPULATION TOTALS AND RATIOS - 1971

AREA	TOTAL POPULATION (000's)	% OF CANADA	% OF ONTARIO	%OF COLUC	% OF METRO
CANADA	21,568.3	100.0			
ONTARIO	7,703.1	35.7	100.0		
COLUC REGION	2,800.4	12.6	36.4	100.0	
METRO	2,086.1	9.7	27.1	74.4	100.0
INNER THREE	964.9	4.5	12.5	34.4	46.3
OUTER THREE	1,121.1	5.2	14.6	40.0	53.7

All tables in this section are compiled from data in the Canadian Census for the various years, and from Metropolitan Toronto Planning Board's publications cited in the bibliography.

Age and Sex Composition - 1971

Age and sex composition, as population characteristics, are important principally because they help to determine the requirements for housing, social services and employment.

TABLE II-2
METROPOLITAN TORONTO - POPULATION BY AGE AND SEX - 1971

(000's)	AGE:0-4	5-19	20-64	65+	TOTAL
MALES %	82.7 51.1%	270.9	605.4 49.6%	67.5 39.7%	1,026.6
FEMALES %	79.3 48.9%	264.1 49.4%	613.2 50.4%	102.9	1,059.5
TOTAL %	162.0 100.0%	535.0	1,218.6	170.4 100.0%	2,086.1

Table II-2 summarizes the age and sex composition of the population of Metropolitan Toronto. The major noteworthy point is that the number of females in the age group '65+' (i.e. 65 years of age and older) is 1.5 times the number of males. This ratio, which reflects very different life expectancy and mortality rates for women, could change significantly if women increasingly enter the labour force and are subject to the influence of the same stresses and degenerative diseases that account for the higher mortality among men over 55.

TABLE II-3
CANADA,ONTARIO AND METROPOLITAN TORONTO POPULATION BY AGE - 1971

(000's)	AGE:0-4	5-19	20-64	65+	TOTAL
CANADA %	1,816.2	6,679.1	11,328.7 52.5	1,744.4	21,568.3
ONTARIO %	637.3	2,284.6	4,136.8 53.7	644.4	7,703.1
METRO %	162.1	534.8 25.6	1,218.3 58.4	170.8	2,086.0

Even though Ontario is a growing province which attracts young people in childbearing ages the relative size of the age groups under twenty (37.9 percent) in Ontario is lower than that of Canada as a whole (39.4 percent) and Metro Toronto as a whole has an even lower population share of this age group (33.4 percent).

TABLE II-4
METROPOLITAN TORONTO - POPULATION BY AGE - 1971

(000's) A	GE: 0-4	5-19	20-64	65+	TOTAL
METRO %	162.0	534.8 25.6	1,218.3		2,086.1
INNER THRFE	69.5 7.2	206.9	584.3 60.6	104.2	964.9 100.0
OUTER THREE	92.5	327.9	634.1 56.5	66.6 5.9	1,121.2

The outer three municipalities in Metropolitan Toronto are similar to Ontario in terms of proportion of population under twenty (37.6 percent for the boroughs; 37.9 percent for Ontario). Metro as a whole, however, has a much lower proportion in this age group because the inner three municipalities have such a low percentage (28.6 percent). Table II-4 also shows that the inner three have almost twice the proportion of older people (65 and older) as compared to the outer three (10.8 percent as compared to 5.9 percent).

TABLE II - 5
CANADA, ONTARIO AND METROPOLITAN TORONTO PROPORTIONS OF MON WORKING AGE GROUPS - 1971

	PERCENTAGE	OF POPULZ	ATION IN AGES:
AREA	0-19	65+	TOTAL
CANADA	39.4%	8.1%	47.5%
OMTARIO	37.9%	8.4%	46.38
METRO	33.4%	8.1%	41.5%
INNER THREE	28.6%	10.8%	39.4%
OUTER THREE	37.6%	5.9%	43.5%

Table II-5 summarizes the relative proportions of the population in the non-working age groups 0 to 19 years and 65 years and older. The proportions for Metropolitan Toronto are somewhat lower for the year 1971 than those for Ontario and Canada. These age groups are important because they require certain specialized health, educational and social services.

Population Distribution - 1971

Table II-6 shows the distribution of Metropolitan Toronto's population by municipality for the year 1971. The largest share of Metro's population is concentrated in the City of Toronto (34.2 percent) while the smallest portions of the total population are in the other two inner municipalities, East York (5.0 percent) and York (7.1 percent). Thus, within the inner three, the City of Toronto accounts for nearly three-quarters (73.9 percent) of the population. In the outer three the largest share of the population (24.1 percent of Metro; 45.0 percent of the outer three) is concentrated in North York. That most of Metro's population is concentrated in the core and the North/South axis is clear even at this aggregated level of analysis.

TABLE II - 6
METROPOLITAN TORONTO - POPULATION DISTRIBUTION - 1971

AREA	TOTAL (000's)	% OF METRO	% OF INNER THREE	% OF OUTER THREE
METRO CITY OF	2,086.1	100.0		
TORONTO	712.8	34.2	73.9	
EAST YORK	104.8	5.0	10.8	
YORK	147.3	7.1	15.3	
INNER THREE	964.9	46.3	100.0	
ETOBICOKE	282.7	13.6		25.2
NORTH YORK	504.2	24.1		45.0
SCARBOROUGH	334.3	16.0		29.8
OUTER THREE	1,121.2	53.7		100.0

Labour Force Distribution - 1971

Labour Force refers to the population that is 15 years of age and over and includes both employed and unemployed people.

Employment, however, excludes those who are unemployed and is collated by place of work — therefore commuters into an area are included in employment data for that area rather than in their area of residence.

The 1971 Census of Canada provides very detailed information on labour force characteristics and employment. Table II-7 provides a brief summary of labour characteristics for the City and the boroughs. While participation rates* for males differ very little between the inner three and the outer three boroughs, (slightly higher for the outer three), participation rates for females are about 3 percent higher in the inner three. Unemployment rates do not differ very much though the rate for males in the City is slightly higher.

TABLE II-7
METROPOLITAN TORONTO - LABOUR FORCE DISTRIBUTION - 1971

	MALES: PARTICI- PATION RATE	%UNEMPLOY- MENT	FEMALES: PARTICI- PATION RATE	% UNEMPLOY- MENT
METRO TORONTO	83.0	6.9	50.6	8.6
CITY OF TORONTO	78.9	10.2	52.5	8.6
EAST YORK	82.5	6.2	53.2	6.2
YORK	83.1	8.0	51.0	10.0
INNER THREE (average)	81.5	8.1	51.5	8.3
ETOBICOKE	83.7	5.6	48.4	8.7
NORTH YORK	84.8	5.3	48.6	8.6
SCARBOROUGH	85.2	5.8	48.6	9.0
OUTER THREE (average)	84.6	5.6	48.5	8.9

^{*}Defined by the Canadian Census as non-inmates 15 years and older, who worked for pay, profit or family business or were laid off or temporarily absent in the week prior to enumeration.

Population Growth

The importance of size and distribution of population in the nation, the province, and the Metropolitan Toronto Region relates to the way in which these characteristics have changed over time. Since the ultimate aim of this study is to set out the numerous predictions, estimates, and forecasts that have been made for Metropolitan Toronto, its constituent municipalities, and the surrounding region, population growth and change are actually of greater concern than its size.

In the period 1951 to 1971, the number of people living in Metropolitan Toronto grew from 1,117,500 to 2,086,117. This represents a total increase in population of 86.7 percent over two decades or an average annual increase of 4.3 percent.

For the same period the total population of Canada increased from 14.0 million to 21.6 million with an average annual increase in population of 2.7 percent. The population of Ontario increased from 4.6 million to 7.7 million with an average annual increase of 3.4 percent. Thus, in the twenty year period, the Province of Ontario has been growing faster than Canada as a whole, and Metropolitan Toronto has grown faster than the Province as a whole.

Table II-8 shows that growth in Metropolitan Toronto in the second decade, 1961 to 1971, slowed down to an average increase of 2.9 percent while Canada for this period slowed to an average annual increase of 1.8 percent and Ontario to 2.5 percent. These changing growth rates have meant relative changes in the distribution of population. In 1951, Metropolitan Toronto's population comprised nearly one quarter (24.3 percent) of the population of Ontario. Ontario comprised nearly one third (32.8 percent) of Canada's population. By 1971, Metro's proportion of Ontario's population increased to a third (29.1 percent) and Ontario's proportion of Canada's population increased to 35.7 percent.

TABLE II-8 CANADA, ONTARIO AND METROPOLITAN TORONTO: POPULATION SIZE AND GROWTH, 1951-1971

(s,000)	l. CANADA	2. ONTARIO	3. METROPOLITAN TORONTO
1. POPULATION 1951	14,009.4	4,597.5	1,117.5
2. POPULATION 1961	18,238.2	6,236.1	1,168.8
3. CHANGE IN POPULATION	4,228.8	1,638.6	501.3
4. % CHANGE IN POPULATION 1951-1961	30.2	35.6	44.9
5. AVERAGE ANNUAL % CHANGE 1951-1961	3.0	3.6	4.5
6. POPULATION 1971	21,568.3	7,703.1	2,086.0
7. CHANGE IN POPULATION 1961-1971	3,330.1	1,567.0	467.2
8. % CHANGE IN POPULATION 1961-1971	18.3	25.1	28.9
9. AVFRAGE ANNUAL % CHANGE 1961-1971	& 	2.5	0.0
10. CHANGE IN POPULATION 1951-1971	7,558.9	3,105.6	968.5
11. % CHANGE IN POPULATION 1951-1971	53.9	67.5	86.7
12. AVERAGE ANNUAL 8 CHANGE 1951-1971	2.7	3.4	4.3

Source: Statistics Canada. Census of Canada. 1971

TABLF II-9 METROPOLITAN TORONTO AND INNER THREE MUNICIPALITIES - POPULATION SIZE AND GROWTH -1951-1971

	1. METROPOLITAN TORONTO	2. CITY OF TORONTO	EAST YORK	4. YORK	1NNER THREE
1. POPULATION 1951	1,117.5	699.1	80.8	110.3	890.2
2. POPULATION 1961	1,618.8	702.5	91.0	139.4	932.9
3. CHANGE IN POPULATION 1951-1961	501.3	3.4	10.2	29.1	42.7
4. % CHANGE IN POPULATION 1951-1961	44.9	0.49	12.6	26.4	4.8
5. AVERAGE ANNUAL % CHANGE 1951-1965	4.5	0.05	П. З	2.6	
6. POPULATION 1971	2,086.0	712.8	104.8	147.3	6.496
7. CHANGE IN POPULATION 1961-1971	467.2	10.3	13.8	7.9	32.0
8. % CHANGE IN POPULATION 1961-1971	28.9	1.5	15.2	5.7	ь. 4.
9. AVERAGE ANNUAL % CHANGE 1961-1971	2.9	0.2	1.5	9.0	0.3
10. CHANGE IN POPULATION 1951-1971	968.5	13.7	19.0	37.0	74.7
11. % CHANGE IN POPULATION 1951-1971	86.7	1.96	23.5	26.5	∞ • 4,
12. AVERAGE ANNUAL % CHANGE 1951-1971	4.3	0.1	1.2	1.3	0.5

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TABLE II-10 METROPOLITAN TORONTO AND OUTER THREE BOROUGHS - POPULATION SIZE AND GROWTH -1951-1971

1.		L. METROPOLITAN TORONTO	ETOBICOKE	/• NORTH YORK	SCARBOROUGH	OUTER
	POPULATION 1951	1,117.5	85.0	85.9	56.3	272.2
	POPULATION 1961	1,618.8	198.7	270.9	217.3	0.989
°	CHANGE IN POPULATION 1951-1961	501.3	113.7	184.1	161.0	458.8
4.	% CHANGE IN POPULATION 1951-1961	44.9	133.8	214.3	285.96	201.96
0	AVERAGE ANNUAL % CHANGE 1951-1961	4.5	13.4	21.4	28.6	20.2
. 9	POPULATION 1971	2,086.0	282.7	504.2	334.3	1,121.2
7 •	CHANGE IN POPULATION 1961-1971	467.2	84.0	234.2	117.0	435.2
· ∞	% CHANGE IN POPULATION 1961-1971	28.9	42.3	86.7	53.9	63.9
9	AVERAGE ANNUAL % CHANGE 1961-1971	2.9	4.2	8.7	5.4	6.4
10.	CHANGE IN POPULATION 1951-1971	968.5	197.7	418.3	278.0	894.0
11.	% CHANGE IN POPULAION 1951-1971	86.7	232.6	486.9	493.8	393.5
12.	AVERAGE ANNUAL % CHANGE 1951-1971	4.3	10.6	24.3	24.2	19.7

Within Metropolitan Toronto, it is important to realize that growth occurred primarily in the outer three boroughs (Etobicoke, North York and Scarborough) where the population increased 394 percent in the period 1951 to 1971, an average annual increase of 19.7 percent (as shown in Table II - 10), while the inner three (City of Toronto, East York and York) grew, as shown in Table II-9, at the very modest pace of 0.5 percent average annual increase. For the outer three boroughs the most dramatic increase (in statistical and planning terms) occurred in the first decade, 1951 to 1961, when the average annual increase was 20.2 percent.

Changes in Population Distribution

During this same period (1951 to 1971), the relative concentration of the Canadian population in the Province of Ontario was increasing, as were the relative sizes of the Metropolitan Toronto Region and of Metropolitan Toronto in relation to the size of Ontario as a whole.

TABLE II-11
CANADA, ONTARIO AND METROPOLITAN TORONTO - POPULATION
TOTALS AND RATIOS - 1951, 1961 and 1971

(000's)	1951	1961	1971
CANADA	14,009.4	18,238.2	21,568.3
ONTARIO % OF CANADA	4,597.5 32.8	6,236.1 34.1	7,703.1 35.7
COLUC TORONTO REGION % OF ONTARIO	1,339.7 29.1	2,044.3	2,800.4
METRO TORONTO % OF ONTARIO % OF COLUC	1,117.5 24.3 83.4	1,618.8 26.0 78.6	2,086.1 27.1 74.5

METROPOLITAN TORONTO REGION

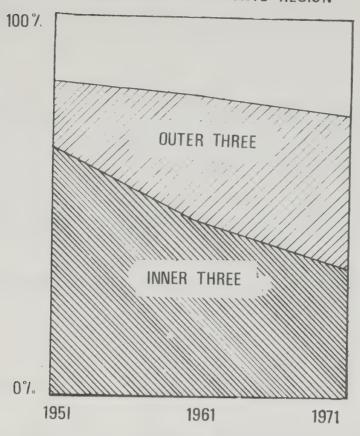


FIGURE II-1. METROPOLITAN TORONTO POPULATION AS A PROPORTION OF METROPOLITAN TORONTO REGION POPULATION

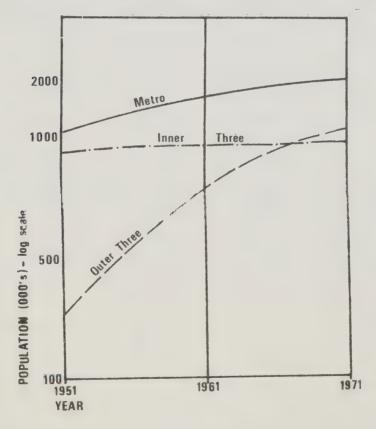


FIGURE II-2. METROPOLITAN TORONTO - POPULATION GROWTH RATES

Table II-11 indicates that Metro Toronto's share of Ontario's population increased from 24.3 percent in 1951 to 27.1 percent in 1971. Metro's share of the Toronto Region of COLUC decreased from 83.4 percent in 1951 to 74.5 percent in 1971.

The actual and relative sizes of the constituent municipalities of Metropolitan Toronto for the period 1951 to 1971 are summarized in Table II-12.

TABLE II-12
METROPOLITAN TORONTO - POPULATION TOTALS AND RATIOS 1951, 1961 and 1971

(000's)	1951	1961	1971
MFTRO TORONTO	1,117.5	1,618.8	2,086.1
CITY OF TORONTO	699.1	702.5	712.8
% OF METRO	62.9	43.4	.34.2
EAST YORK	80.8	91.0	104.8
% OF METRO	7.2	5.6	
YORK % OF METRO	110.3	139.4	147.3 7.1
INNER THREE	890.2	932.9	964.9
% OF METRO	79.7	57.6	46.3
ETOBICOKE	85.0	198.7	282.7
% OF METRO	7.6	12.3	13.6
NOPTH YORK	85.9	270.0	504.2
% OF METRO	7.7	16.7	24.2
SCARBOPOUGH	56.3	217.3	334.3
% OF MFTRO	5.0		16.0
OUTER THREE	227.2	686.0	1,121.2
% OF METRO		42.4	53.7

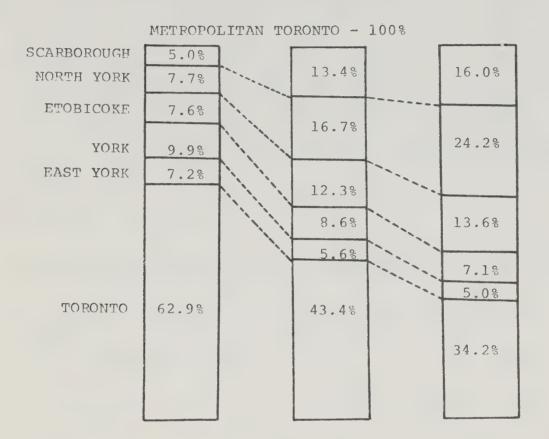


FIGURE II-3
METROPOLITAN TORONTO
CHANGES IN POPULATION DISTRIBUTION - 1951 to 1971

The relative sizes of the City of Toronto and of the inner three municipalities declined steadily. The City's share of Metro Toronto's population decreased from 62.9 percent in 1951 to 34.2 percent in 1971 and the share accommodated by the inner three decreased from 79.2 percent in 1951 to 46.3 percent in 1971.

Unlike most North American cities, however, the actual size of the inner city has not declined. The City of Toronto increased by 13,700 people in the period 1951 to 1971 and the inner three have increased by 74,700 people during this period. This is primarily due to the influx of international immigrants during this period, and is described in detail later.

TABLE II-13
MFTROPOLITAN TORONTO AND MUNICIPALITIES CHANGES IN AGE COMPOSITION - 1951, 1961 and 1971

AGF GRO	UP/YEAR	l. METRO (% OF	2. INNER THREE TOTAL POPULATI	3. OUTER THE	REE
0-19	1951	27.6	25.9	34.5	
	1961	33.8	29.3	39.9	
	1971	33.4	28.6	37.6	
65+	1951	8.8	9.7	5.3	
	1961	8.2	10.5	4.8	
	1971	8.1	10.8	5.9	
0-19	1951	36.4	35.6	37.8	
plus	1961	41.9	39.8	44.7	
65+	1971	41.5	48.4	43.5	

Changes in Age Composition

Table II-13 shows the changes in age composition over time. The outer three boroughs have had a relatively high percentage of the 0-19 age groups since 1951 (34.5 percent in 1951 as compared to 27.6 percent for Metro and 39.9 percent in 1961 as compared to 33.8 percent for Metro). The inner three have, of course, had a relatively low percentage for this age group since 1951 (25.9 percent in 1951 and 29.3 percent in 1961). Even though the relative proportion of older people (65 and over) has been steady in Metro since 1951, the share of the inner three municipalities has increased considerably (9.7 percent in 1951, 10.5 percent in 1961 and 10.8 percent in 1971) while the outer three's share has fluctuated (5.3 percent in 1951, 4.8 percent in 1961 and 5.9 percent in 1971).

Employment Distribution (by Place of Work)

Up-to-date employment data by place of work are not yet available for 1971 for Metropolitan Toronto. However, Metroplan studies have assembled information on employment for the years 1956, 1964, and 1970 from a variety of sources.*

Metro Toronto had an average increase for the period 1956 to 1971 of 20,700 jobs a year. Table II-14, which summarizes the employment data by municipality for the years 1956 and 1970, documents the outward shift of employment from the inner three boroughs: they provided

^{*} See Metropolitan Toronto Planning Board. Metroplan:
Preliminary Impressions of Urban Structure to 1971, June
1974, pp. 47-58. Employment data was also collated by the
COLUC population studies but these are only available
readily in a highly aggregated form. Employment data from
the TARMS data bank (Ontario Ministry of Transportation
and Communications) are also too aggregated to be useful
for this study.

84 percent of the total Metro employment in 1956 but only 59 percent of the total employment in 1970. Equally impressive are the relative increases in employment in the two sub-regions within Metro: the inner three experienced an increase of 1.9 percent during the period 1956 to 1970, (from 528,900 to 539,200 jobs), while the outer three boroughs experienced a growth of 276.3 percent in the same period (101,300 to 279,000 jobs).

TABLE II-14
METROPOLITAN TORONTO - EMPLOYMENT BY PLACE OF WORK 1956 and 1970

(000's)	1956:	90	1970:	ૄ	L956-19	970:
METRO TORONTO	630.2	100.0	920.4	100.0	290.2	46.0
CITY OF TORONTO	465.6	73.9	469.2	51.0	3.6	0.8
EAST YORK	30.9	4.9	32.5	3.5	1.6	5.2
YORK	32.4	5.1	37.5	4.1	5.1	15.7
INNER THREE	528.9	83.9	539.2	58.6	10.3	1.9
ETOBICOKE	44.8	7.1	119.4	13.0	74.6	166.5
NORTH YORK	36.1	5.7	176.3	19.1	140.2	388.4
SCARBOROUGH	20.4	3.3	85.5	9.3	65.1	319.1
OUTER THREE	101.3	16.1	381.2	41.4	279.9	276.3

SOURCE: Metroplan: Preliminary Impressions of Urban Structure to 1971 (see also footnote on p. 21)

A comparison of population with employment in Metro Toronto was made for 1956 and 1970 by Metroplan, in its study of Urban Structure. Metroplan's surveys of employment show that East York and Scarborough have relatively low concentrations of employment in relation to population. The concentrations of employment in North York and Etobicoke are slightly higher. The City of Toronto has a relatively high concentration of employment in relation to population.

Information on employment distribution by industrial sector was compiled by the Metropolitan

METROPOLITAN TORONTO - SECTORAL EMPLOYMENT ESTIMATE (HIGH ASSUMPTION)

	OFFICES	RETAIL	MANUF./ WHOLESALE	OTHER (SERVICE)	TOTAL
METRO TORONTO	236,800	105,800	383,700	234,600	006'096
CITY OF	183,500	51.200	126,400	126,900	488,000
TORONTO % OF METRO	77.5	48.4	3.50	54.1	50.8
EAST YORK % OF METRO	6,600	2,800	18,400	6,200	34,000
RK	4,800	4,000	21.200	9,300	39,300
INNER THREE % OF METRO	194,900	58,000	166,000	142,400	561,300
ETOBICOKE % OF METRO	15,200	13,000	67,700	29,500	125,400
NORTH YORK % OF METRO	16,800	28,400	95,200	44,100	184,500
SCARBOROUGH % OF METRO	9,900	6,400	54,800	18,600	89,700
OUTER THREE % OF METRO	41,900	47,800	217,700	92,200	399,600

SOURCE: Metropolitan Toronto Transportation Plan Review, publication no. .29, POPULATION AND EMPLOYMENT FORECASTS FOR 1981. September 1973.

Toronto Transportation Plan Review for 1971*. Even though this information is not comparable to that found in Metroplan's studies, a rough comparison of the relative importance of each sector within the area municipalities can be made from Table II-15. The City has a relatively high concentration of office employment in relation to Metro as a whole, but especially in relation to the inner boroughs. Retail employment, however, is more evenly distributed between the inner three and the outer three (55 percent and 45 percent, respectively). Scarborough has a very low proportion of both office and retail employment though Etobicoke and North York have somewhat higher proportions of retail employment. The outer three have over half the manufacturing and wholesale employment but are relatively deficient in service employment. Less than 40 percent of employment in the outer three is service related while over 60 percent of employment in the inner three is service related.

Metropolitan Toronto Transportation Plan Review, POPULATION AND FMPLOYMENT FORECASTS FOR 1981, (.29) September 1973.

III. THE COMPONENTS OF PAST POPULATION GROWTH

The Growth Components

Both growth and distribution of population -- demographic concerns relating to both hard and soft servicing and to governmental structure -- result from the combined effect of natural increase and net migration.

Natural increase is defined as the net effect of births and deaths. Net migration is the net residual of in-/and out-migration from an area. Together they account for population growth. Most efforts to project population into the future are based on the analysis of the trends in these components in the past and their projection into the future, making assumptions about the projected behavior of the components. Other projection exercises are either based on graphical or mathematical extrapolations of the past into the future, or on the allocation (apportionment) of a certain part of the larger area projection to the smaller area based on past trends, (such as the allocation of a part of Canada's projected population to Metropolitan Toronto). Therefore, the analysis of these trends is crucial to the understanding of past growth and of future projections of growth.

Natural Increase

The two components that make up natural increase rates are the birth rate and the death rate. These rates are different for Canada, Ontario, and Metro Toronto. Table III-l gives rates of birth, death, and natural increase, measured as crude rates, that is, rates per thousand population without compensation for differing age and sex compositions.

TABLE III-1
CANADA, ONTARIO AND METRO TORONTO:*
CRUDE RATES OF BIRTH, DEATH AND NATURAL INCREASE

	1951	1961	1971
B.R.	27.2	26.1	16.8
D.R.	9.0	7.7	7.3
N.I.R.	18.2	18.4	9.5
B.R.	25.0	25.3	16.9
D.R.	9.6	8.2	7.4
N.I.R.	15.4	17.1	9.5
B.R.	not	24.7	17.5
D.R.		8.0	6.8
N.I.R.	able.	16.7	10.7
	D.R. N.I.R. B.R. D.R. N.I.R. B.R. D.R.	B.R. 27.2 D.R. 9.0 N.I.R. 18.2 B.R. 25.0 D.R. 9.6 N.I.R. 15.4 B.R. not avail-	B.R. 27.2 26.1 D.R. 9.0 7.7 N.I.R. 18.2 18.4 B.R. 25.0 25.3 D.R. 9.6 8.2 N.I.R. 15.4 17.1 B.R. not avail- 8.0

B.R.: Birth rate/ 1,000 population D.R.: Death rate/ 1,000 population

N.I.R.: Natural increase rate/1,000 population

Crude birth rates in Metro are higher than those in Canada and Ontario. The Ontario Population Study notes that age specific fertility rates, that is, the number of children born to women of a given age, tend to be homogenous throughout Ontario**, though they are slightly lower for Metropolitan Toronto. Metro's crude birth rates are significantly higher because of the higher population of women in childbearing ages resulting from the net in-migration of younger people. ***

^{*}Figures for Metro compiled and computed from Statistics Canada, vital statistics for constituent cities, towns, townships and villages are not available in computable form for 1951.

^{**}Macleod B. et.al. Patterns and Trends in Ontario
Population, Ontario Institute for Studies in Education
1972, p. 297-298

^{***} Sources for Charts in this section: Metropolitan Toronto Planning Board, Metroplan, 1974, and Ontario Department of Treasury and Economics, Population Statistics 1972.

Similarly, Metro's crude death rates are lower than those of Canada and Ontario, reflecting the general Ontario trend of slightly lower urban death rates and Metro's younger age structure.

Table III-2 shows that Metro has a much higher rate of natural increase compared to both Ontario and the rest of Canada. This relative rate reflects the urban area's age structure and is not likely to change even if international migration patterns change.

TABLE III-2
COMPONENTS OF GROWTH- CANADA, ONTARIO, COLUC REGION AND METROPOLITAN TORONTO

AREA	COMPONENT	1951-61 (percent	1961-71	1951-71
CANADA	NATURAL INCREASE	74.4	78.4	76.1
	NET MIGRATION	25.6	21.6	23.9
ONTARIO	NATURAL INCREASE	58.2	58.8	58.4
	NET MIGRATION	41.8	41.2	41.6
COLUC	NATURAL INCREASE	44.2	53.2	48.2
REGION	NET MIGRATION	55.8	46.8	51.8
METRO	NATURAL INCREASE	44.2	53.2	48.2
TORONTO	NET MIGRATION	55.8	46.8	51.8

At the national level, until 1974 natural increase has been the principal determinant of Canada's growth. In contrast, both the Province of Ontario and Metro Toronto have been heavily influenced by growth through net migration: international, interprovincial and intraprovincial migration. As a component of total change natural increase accounts for about three quarters of Canada's growth, but only 60% of Ontario's growth in 1951-1971. However, at the COLUC regional and Metro scale, natural increase accounts for only two thirds and one half, respectively, of the total growth. These regions have grown largely as a result of migration.

Migration* to Ontario and Metropolitan Toronto: Highlights

Of the two components of past population changes in Metropolitan Toronto, migration is by far the most important. The Toronto Region and Metropolitan Toronto have been affected in different degrees by three distinct migration movements: immigration, interprovincial migration and intra-provincial migration.

The following summary highlights the findings of the analysis of migration and each one of these conclusions is described in detail in what follows.**

York County ***, of which Metropolitan Toronto is a part, for the purpose of population analysis, has grown primarily through immigration, and interprovincial migration, while the fringe areas of Peel and Durham have grown largely through intraprovincial migration. fore, if immigration is influenced by policy changes in the future, the Toronto region will change significantly. Interprovincial movements are concentrated in York County vis-a-vis the rest of COLUC. Therefore, if immigration to Canada is significantly reduced, then intraprovincial movements within Southern Ontario will become far more important determinants of Metro's population because they involve significant out-migration from Metro to adjacent regions. But these movements may be counterbalanced by increased in-migration from Ouebec.

^{*}Migration refers to general movements of people; immigration is used to describe international movements, (net and gross); and in-migration is used to refer to net inter and intraprovincial movements to distinguish them from international movements.

^{**}This analysis and what follows is based on Cheuk Wong, Ontario's Changing Population, Volume I:

Patterns and Factors of Change, 1941-71, Ontario
Ministry of Treasury, Economics and Intergovernmental Affairs, (forthcoming, 1975).

^{***}Map Al, in Appendix I, shows all county boundaries.

Where immigrants go within Ontario and Metro seems to depend on their country of origin. Thus, any federal or provincial policy shifts that change these geographic origins would alter Ontario's and COLUC's population distribution, even if the size of the immigration flow does not change. Americans and Northern Europeans are relatively more dispersed than other groups.

Major studies on immigration * have emphasized the responsiveness of international immigration to labour force demands in Ontario. Immigrants have generally gone to areas of lowest unemployment and highest labour demand in the Province, i.e. Metro Toronto.

The Green Paper notes that immigration is likely to remain highly responsive to labour markets but any changes in regulations that affect the three categories, independent immigrant, sponsored relative and nominated relative ** will alter the geographic origins of immigrants because nominated relatives come more frequently from Southern Europe and Asia. In turn this will affect the geographic distribution of migrants in Ontario: nominated relatives are more likely to go to areas where the nominees are, that is, the major urban centres such as Metropolitan Toronto.

Out-migration from Ontario has mainly been to Alberta and British Columbia. This movement will probably increase in the near future as these two provinces become economically more attractive. However, this out-migration is not principally from the COLUC area, but rather from the eastern and northern parts of Ontario.

^{*}Canada, Manpower and Immigration, A Report on Canadian Immigration and Population Study, 1974, Volumes 1-4, henceforth referred to as the Green Paper, and Freda Hawkins, Canada and Immigration: Public Policy and Public Concern, Montreal and London, McGill-Queen's University Press, 1972.

^{**}These categories are defined in detail in the Green Paper. Independent Immigrants have to score high on the Department's educational and adaptability criteria. Sponsored relatives are immediate family of citizens and immigrants. Nominated relatives have to meet less rigorous achievement criteria than independents; the nominators have to sign an undertaking to be responsible for their nominees for a period of five years after the nominee arrives in Canada.

Most interprovincial in-migration into Ontario originates in the Atlantic Provinces and the Prairies, and more recently in Quebec. Of these three flows of in-migration the movement from the Prairies is relatively more concentrated in the COLUC region, (about two thirds of the total net movement), while the movements from Atlantic Canada and Quebec are relatively less concentrated in COLUC, (53 percent and 47 percent respectively). The relative concentrations of these two movements should not, however, obscure their actual magnitudes. The net flow from Atlantic Canada and Quebec is about seven times that from the Prairies. Trends in out-migration from Quebec and Atlantic Canada will have profound consequences for the growth in the COLUC area, if interprovincial movements alone are considered.

Recent changes in population distribution among the COLUC counties are even more dramatic. Of the total migration into York County, which includes Metropolitan Toronto, four-fifths is immigration. These immigrants accounted for a little less than half of York County's growth during the period 1951-1971.

Of the people who come to the COLUC region from Quebec and Atlantic Canada, about three fourths come to York County. Of the people who come to the COLUC region from the Prairies, about 71 percent come to York County as well.

It is well known that the immigration stream from abroad is concentrated in Metropolitan Toronto (York County). That in-migration from other provinces, while less concentrated in the COLUC region vis-a-vis the rest of Ontario, is just as concentrated in York County, is less well known. The size of the foreign migration movement into Metro Toronto tends to obscure the relative concentration of interprovincial movement.

Migration and the Growth of Urban Ontario

As mentioned earlier, between 1951 and 1971 the population of Ontario grew by about 3.1 million. Net migration accounted for about 40 percent of this growth. International migration accounted for a little over 30 percent of Ontario's growth during this period, while the other 10 percent was due to interprovincial migration.

TABLE III - 3 ONTARIO - MIGRATION AND GROWTH (1951 - 1971)

YEAR		TAL NET GPATION	MIGRATION AS % OF	PROVINCIA	INTERPROVINCIAL MIGRATION AS L % OF GROWTH
1951-61	1,638,500	686,0	GROWTH 00 41.9	MIGRATION 124,400	7.6
1961-71	1,467,000	607,1	00 41.4	133,400	9.1

Source: C. Wong, cited above.

During the same period of time, about 3.5 million immigrants arrived in Canada; over half came to Ontario, and over half the Ontario total came to Toronto. * Over the same time period, Ontario lost a number of emigrants, mainly to the United States, leaving a net gain for the Province of 950,000 immigrants.

TABLE III - 4
CAMADA AND ONTARIO - IMMIGRATION (1951-1971)

YEAP	CANADA	ONTARIO (gross)	ONTARIO (net)
1951-61	1,514,000	800,000	562,000
1961-71	1,435,000	766,000	388,600
TOTAL	2,949,000	1,566,000	950,800

Source: C. Wong, cited above.

Migration also helps explain the differences in the distribution of population within Ontario, and thus the relative growth of urban centres such as Metropolitan Toronto. Of the three components of migration international, interprovincial and intraprovincial, the first and the last have had greater impact on changing the pattern of distribution of population in Ontario.

^{*}In this section, "Metropolitan Toronto" is used whenever the data discussed pertain to Metro. However, "Toronto" is used when the primary sources do not specifically define and delimit the area unit in question, other than as simply "Toronto".

IMMIGRATION

The seventeen largest urban centres in Ontario receive over 80% of the total immigrants to the Province (Table III - 5). Toronto receives over half of the total flow, far out of proportion to its size. Even though Toronto is only six times the size of Ottawa (1971), it received ten times as many immigrants. It is estimated that immigration accounted for over 60% of the total population growth in the Toronto/Hamilton Region in 1961-1971. Furthermore, this pattern of distribution of immigrants has remained stable over time, especially in Toronto.

The actual number of non-European immigrants to Ontario has not risen very much, but the percentage of these immigrants has increased sharply because the actual number, and thus the relative share of European immigrants has declined dramatically, from 90,000 to 30,000 per year in the last decade.

Toronto was the most popular choice of all immigrants who came to Ontario (Table III - 5). But immigrants from different countries concentrated in Toronto to different degrees. For instance, while less than a third of the immigrants from the U.S.A. and the Netherlands were destined for Toronto, over two-thirds of the immigrants from Greece, Malta and the West Indies chose Toronto. Should the actual numerical composition of future immigration streams shift sharply, this preference will have different impact on growth in Ontario, even among urban centres.

The longitudinal study of immigrants conducted by the Ministry of Manpower and Immigration* suggests that immigrants were destined for the job market and this primarily accounts for their concentration in Toronto. Freda Hawkins** suggests that Canadian

^{*} Green Paper (cited above)

^{**} Hawkins, cited above, Chapter II

TABLE III-5 DISTRIBUTION OF IMMIGRANTS BY SELECTED URBAN CENTRES IN ONTARIO 1961-1971

Percent

URBAN CENTRES BRANTFORD CAMBRIDGE GALT	1961	1965	1971	
RANTFORD AMBRIDGE ALT	0.5	9.0	0	
AMBRIDGE ALT			5.0	0.5
ALT				
HET.PH	N.A.	6.0	6.0	
	9.0	6.0	0.7	0.8
HAMILTON	6.9	7.8	4.5	6.2
KINGSTON	0.8	0.7	1.0	1.0
KITCHENER	1.1		1.3	1.3
LONDON	2.6	3.0	2.7	3.
NIAGARA FALLS	N.A.	1.1	9.0	
OSHWA	1.0	1.0	0.8	-
OTTAWA	5.0	3.6	5.1	4.3
PETERBOROUGH	×	0.3	0.2	0.2
ST. CATHARINE	0.0	1.0	0.7	0.8
SARINA	0.7	0.5	0.5	9.0
SAULT STE. MARIE	1.1	0.8	0.4	0.7
SUDBURY	1.2	0.4	1.0	0.7
THUNDER BAY	1.5	0.0	0.5	0.8
TORONTO	51.5	55.1	54.4	54.8
WINDSOR	2.1	2.6	2.6	2.6
OTHER ONTARIO	22.6	17.8	21.8	20.5
TOTAL	100.0	100.0	100.0	100.0

SOURCE: C. Wong, cited above.

immigration policy has not been geared to providing support services for migrant adaptation, so migrants go where friends and relatives are.

INTERPROVINCIAL MIGRATION

Much of Ontario's interprovincial migration was the result of out-migration of surplus labour from the Prairies and the Atlantic Provinces, due to rapid mechanization in the resource industries and a slackening of demand for resource products. Ontario has lost population to British Columbia during the last several decades and, more recently, to Alberta. But Ontario's net interprovincial gain averaged about 12,000 people per year.

Migration and the Growth of COLUC Region

From 1966-1971 not all metropolitan areas in Ontario increased their share of net migration. One COLUC county, Wentworth, (Hamilton) experienced net out-migration. Within the COLUC area, people from the Toronto Area (Metro Toronto) moved predominantly toward the west as compared to the east; the relative size of these movements was about five to one.

Migration and the Distribution of COLUC Population

While international migration has been the major growth determinant in Southern Ontario and in the COLUC area as well as in Metropolitan Toronto and the three adjacent municipalities, intraprovincial movements have recently begun to determine the pattern of distribution in the four regional municipalities included in this study.

The size of the international movement has overshadowed the demographic shift outward from Metro. Metro gains through international migration but loses to the surrounding suburban regional municipalities through out-migration.

If the international movement is curtailed sharply, or begins to flow mainly to Alberta and British Columbia because of improved labour markets, then Metropolitan Toronto could experience either a declining rate of growth or an absolute decrease in population size because net out-migration will not be replenished by immigration.

TABLE III-6 DISTRIBUTION OF MIGRANTS IN ONTARIO

	100%	REST OF ONTARIO - 13%
REST OF ONTARIO - 39%		REST OF CENTRAL ONTARIO-9%
11% REST OF CENTRAL ONTARIO		COLUC - 78%
COLUC - 50%		
MIGRANTS FROM OTHER PROVINCES		MIGRANTS FROM OTHER COUNTRIES

SOURCE: same as Table III-3

Migration and the Distribution of Population in Metropolitan Toronto

Information on the actual magnitude of various streams of migration into Metropolitan Toronto is not readily available.*

TABLF III - 7
NET MIGRATION AS A COMPONENT OF POPULATION GROWTH (1951-1971)

	1951- 1956	1956- 1961	1961- 1966	1966- 1971	1951- 1961	1961- 1971	1951- 1971
CANADA	28.8	22.5	14.7	29.7	25.6	21.6	23.9
OMTARIO	46.6	37.4	32.0	50.3	41.8	41.2	41.6
TORONTO REGION	63.0	56.0	56.1	57.1	59.2	56.0	57.0
METRO TORONTO	61.6	50.6	49.4	44.6	55.8	46.8	51.8
YORK COUNTY	62.4	52.6	50.4	53.0	57.3	52.1	

Sources: 1. Metropolitan Toronto Planning Board, Metroplan, 1974.

2. Ontario Department of Treasury and Economics, Population Statistics, 1972.

^{*} It should be possible to obtain special tabulations of this information by municipality, by country of origin and by migrant characteristics. No agency has to date compiled this information and therefore it is not readily available.

Table III - 7 compares net migration as a component of population growth in Metropolitan Toronto, to that of the larger regions of York County, Toronto Region (as defined by Metropolitan Toronto Planning Board). Clearly migration is a decreasing component of Metro's growth as compared to that of the adjacent labour shed.

As part of an effort to provide selected information on major metropolitan areas in the country, Statistics Canada provides 'migration' data for both the Toronto Census Metropolitan area and the Municipality of Metropolitan Toronto. The information is also disaggregated by municipality and is based on a 30% tabulation of responses to a question on place of residence in 1971 and in 1966. Therefore it does not represent net migration. Data on movements from Metropolitan Toronto are not tabulated; only migration into Metropolitan Torontc is given. Two types of conclusions can be deduced from an examination of this table, summarized from the census sources in Tables III - 8 and Table III - 9: (1) intrametropolitan movements by borough and municipality; and (2) movements into the outlying fringe areas outside of Metropolitan Toronto, mainly to the north and west, derived by comparing the data for the Metropolitan Region with that for the Census Metropolitan Area.* The relative importance of various types of migrant streams in the growth of the region and the constituent municipalities cannot be deduced from Table III - 8 and Table III - 9 either, because net migration data is not available. **

^{*} the Census Metropolitan Area, defined by Statistics Canada as the "labour shed"; includes the Southern fringes of the Region of York and virtually all of the Regions of Peel and Halton, but does not extend beyond the township of Pickering on the East. see Appendix I for definitions of these units.

^{**} Tables III - 8 and Table III - 9 do not record actual growth either, but this information is available by municipality in Table II-2

METROPOLITAN TORONTO: INTERNAL AND INTERNATIONAL MIGRATION (1971) TABLE III - 8

	CENSUS	METROPOLITAN AREA	METROPOLITAN RECTOM	TORONTO
-	no.	44	•	% of total
1	71	m	4	ιV
1.TOTAL POPULATION	2,628,125		2,086,015	
BIRTHPLACE AND IMMIGRATION				
2. Born in Canada	1,734,810	0.99	1,321,295	63.3
4.Immigrated after 1945	893,315	28.2	764,730	36.7
MIGRATION*				
. No	1,782,600	67.8	1,487,725	71.3
6 same dwelling	1,105,785	42.1	888,185	42.6
7 different dwelling	676,815	25.8	599,100	28.7
8.Migrants	629,560	24.0	435,240	20.9
9 from a Metro area	248,465	9.5	122,100	0.10
10 same Metro area	153,130	5.8	53,430	2.6
	42,360	1.6	78,755	7
12different province	52,975	2.0	39.900	, o
13. From a Non Metro Area	92,510	m m	64.735	۳
14 same province	61,270	2.3	40,220	+ O
15 -different province	31,245	1.2	24,510	. 2
16. From outside Canada	262,195	10.0	230,590	11.1

*Based on place of residence five years prior to Census date.

Source: Canada, Statistics Canada, POPULATION AND HOUSING CHARACTERISTICS, Series B, Toronto Catalgoue NO. 95-721, 1971.

METROPOLITAN TORONTO: INTERNAL AND INTERNATIONAL MIGRATION BY BOROUGH - 1971 0 TABLE III

					-	39-	-													
	% OF TOTAL POPULATION	11			63.9	36.1	26.2		75.0		29.8	18.5	4.7	1.9	1.2	1.5		6	1.1	0
	EAST	10	104,645		66,815	37,825	27,410		~	7,27	,16	19,250	89	66,	1,300	, 59	3,235	-	1,205	10,445
EE EE	% OF TOTAL POPULATION	6			53.2	46.8	39.8		71.2	42.6	28.6	20.0	3.2	1.3	Φ.		2.6	1.4	1.2	13.6
"INNER" T H	BOROUGH OF YORK	8	147,275		78,360	68,915	58,550		104,885	2,70	42,190	29,490	4,715	1,880	1,205	1,620	3,795	2,020	1,770	19,950
II.	% OF TOTAL POPULATION	7			56.4	43.6	36.4		68.2	39.1	0	24.6	4.6		1.5	1.9		2.0	7.7	15.8
	TORONTO	9	713,130		402,535	310,600	259,700		486,645	57	208,075	175,620	33,030	9,220	.10,52		22,135	14,025	8,110	112,925
		1	TOTAL POPULATION	BIRTHPLACE & IMMIGRATION:	Born in Canada	Born Outside Canada	Immigrated after 1945	MIGRATION:	Non-Migrants	-same dwelling	-different dwelling	Migrants	From an MA**	-same MA**	-different MA**, same prov	- different prov.	From a non-MA**	- same province	- different province	From Outside Canada
			-		2.	°°	4.		5.	9	7 .	œ	0	10.	11.	12.	13.	14.	15.	16.

^{*} based on place of residence five years prior to census date.

TOTAL POPULATION				"OUTER	THRE	EΊ		
TOTAL POPULATION 128,740 13 14 15 16 17			ETOBICOKE	% OF TOTAL POPULATION	NORTH	% OF TOTAL POPULATION	SCAR- BOROUGH	% OF TOTAL POPULATION
Born in Canada Born in Canada Born outside Canada 78,865 27.9 179,475 35.6 89,050 26. Immigrated after 1945 62,070 21.9 151,640 30.1 73,285 21. MIGRATION: Non-Migrants -same dwelling 46,750 16.6 104,270 20.6 59,860 17. From an MA* -same MA* -same MA* -different province 4,080 1.5 7,510 1.5 4,135 11. From a non-MA* B,650 3.1 16,335 3.2 10,585 3. -same province 5,310 1.9 12,010 2.4 6,080 1. From a non-MA* -same province -same province 5,310 1.9 1,9980 2.0 6,970 2. -same province -different province -same province -s	-		12 282,740	13	14 503,740		16	/
Born in Canada Born outside Canada 18,865 27.9 179,475 35.6 89,050 26. Immigrated after 1945 62,070 21.9 151,640 30.1 73,285 21. Non-Migrants At,630 26.4 16.6 104,270 20.6 92,400 27. Migrants From an MA* 10,430 27. From a non-MA* B,650 3.1 From a non-MA* B,650 1.2 From a non-MA* B,650 1.2 From a non-MA* B,650 1.2 From outside Canada 16,305 5.20 1.8 9,980 2.0 6,970 2.3,475 6.970 2.3,475 1.2,010 2.4 6,080 1.2 6,360 1.3 3,450 1.2 From Outside Canada 16,305 5.8 47,720 9.5 23,245 6.970		BIRTHPLACE & IMMIGRATION:						
Born Outside Canada 78,865 27.9 179,475 35.6 89,050 26. Immigrated after 1945 62,070 21.9 151,640 30.1 73,285 21. MIGRATION:	2.	Born in Canada	,87	72.1			245,440	73.4
MIGRATION: Non-Migrants -same dwelling -same province -came provin	3.	Born Outside Canada	78,865		79,47		9,05	
MIGRATION: Non-Migrants 215,340 76.2 355,900 70.7 246,070 73. -same dwelling different dwelling different dwelling different dwelling and states 140,710 49.8 205,260 40.8 153.675 45. Migrants 46,750 16.6 104,270 20.6 59,860 17. From an MA* 19,815 7.0 36,170 7.2 23,475 7. -same MA* 10,430 3.7 16,650 3.3 13,255 4. -different province 4,080 1.5 7,510 1.5 4,135 1. From a non-MA* 8,650 3.1 16,335 3.2 10,585 3. -same province 5,200 1.8 9,980 2.0 6,970 2. -different province 5,200 1.2 6,380 1.3 3,615 1. -same province 5,200 1.2 6,380 1.3 3,615 1. -different province 5,305 1.2 0.5 23,245 6.	4.	Immigrated after 1945	62,070		51,	4	3,28	0.
Non-Migrants 215,340 76.2 355,900 70.7 246,070 73. -same dwelling 140,710 49.8 205,260 40.8 153.675 45.75 -different dwelling 46,750 16.6 104,270 20.6 59,860 17. Migrants 46,750 16.6 104,270 20.6 59,860 17. From an MA* 10,430 3.7 16,650 3.3 13,255 4.135 -same MA* 4,080 1.5 7,510 1.5 4,135 1. -different province 5,310 1.9 1.9 1.5 4,135 1. From a non-MA* 8,650 3.1 16,335 3.2 10,585 3. -same province 5,200 1.8 9,980 2.0 6,970 2. -different province 5,200 1.2 6,360 1.3 3,615 1. -came province 6,360 1.2 6,360 1.3 3,615 1. -came province 5,300 1.8 9,980 2.0 6,970 <		MIGRATION:						40-
-same dwelling -different dwelling Migrants Migrants Migrants Migrants From an MA* -different max, same province -different province -same province -sa	5	Non-Migrants	215,340		55,		246,070	m
Migrants 46,750 16.6 104,270 20.6 59,860 17. From an MA* 19,815 7.0 36,170 7.2 23,475 7. -same MA* 4,080 1.5 7,510 1.5 4,135 1. -different MA*, same province 4,080 1.5 7,510 1.5 4,135 1. From a non-MA* 8,650 3.1 16,335 3.2 10,585 3. -same province 5,200 1.8 9,980 2.0 6,970 2. -different province 5,200 1.8 9,980 2.0 6,970 2. -different province 5,200 1.8 9,980 2.0 6,970 2. -different province 5,200 1.8 9,980 2.0 6,970 2. From Outside Canada 16,305 5.8 47,720 9.5 23,245 6.	7 .	-same dwelling -different dwelling	140,710		205,260	30.5	53	10 1
From an MA* -same MA* -different MA*, same province -different province -same province -same province -same province -same province -different province -different province -same province -different province -same province -different province -same province -different province -differen	00	Migrants	6,7		- to-		0	
-different MA*, same province 4,080 1.5 7,510 1.5 4,135 1different province 5,310 1.9 12,010 2.4 6,080 1. From a non-MA* -same province 5,200 1.8 9,980 2.0 6,970 2different province 3,450 1.2 6,360 1.3 3,615 1. From Outside Canada 16,305 5.8 47,720 9.5 23,245 6.	00		000		36,170	9	23,475	7.
-different province 5,310 1.9 12,010 2.4 6,080 1. From a non-MA* 8,650 3.1 16,335 3.2 10,585 3same province 5,200 1.8 9,980 2.0 6,970 2different province 3,450 1.2 6,360 1.3 3,615 1. From Outside Canada 16,305 5.8 47,720 9.5 23,245 6.		-different MA*,	4		7,510	4 E	13,255	
-same province 5,200 1.8 9,980 2.0 6,970 2. different province 3,450 1.2 6,360 1.3 3,615 1. From Outside Canada 16,305 5.8 47,720 9.5 23,245 6.			\sim		12,010			
-same province 5,200 1.8 9,980 2.0 6,970 2. different province 3,450 1.2 6,360 1.3 3,615 1. From Outside Canada 16,305 5.8 47,720 9.5 23,245 6.	,	From a non-M.A*	9		, 33		0,58	
From Outside Canada 16,305 5.8 47,720 9.5 23,245 6.	4 70	-same province -different province	5,200	4 0	9,980		6,970	
	.0				47,720		24	

*MA Metropolitan Area

Source: Canada, Statistics Canada, Series B, POPULATION AND HOUSING CHARACTERISTICS Toronto, Catalogue No, 95-721, 1971. Intrametropolitan movements are much larger for the Census Metropolitan Area than they are for Metro Toronto (Table III - 8, row 10), indicating large out-migration to York and Peel, already noted.

In-migrants are a much larger proportion of the inner three municipalities, (18-25%) as compared to less than 18% of the outer three municipalities. North York is the only borough that has as high a proportion of migrants as the inner three (Table III - 9, row 8). This suggests that international and interprovincial migrants first come to the inner city. The concentration in North York may be primarily related to housing types and transportation, and needs much more detailed examination than is possible within the scope of this report.

IV IMMIGRATION POLICY AND THE POPULATION OF METROPOLITAN TORONTO

Federal Policy

Information and analysis of the impact of past immigration policy on Metropolitan Toronto is not available. However, two major recent analyses* of the effects of Canada's immigration policy on the country as a whole and on Ontario are relevant to Metropolitan Toronto because Metro receives a third of all immigrants to Canada** What follows, then, is a summary of the major findings of these two studies in so far as they apply to Ontario and to Metropolitan Toronto.

National economic development and individual professional opportunity have become by far the two key determinants of international migration movements, and movements into Canada in particular*** While some fifty million people emigrated to North and South America from Europe between 1845 and 1925, most of them were unskilled and had few employment opportunities in their country of birth. It is now virtually impossible for the unskilled to migrate to Canada, except in the categories of dependents and close relatives, and free migration for the unskilled is unlikely to return.

Post war immigration into Canada has brought significant changes in class composition, and changes in the Immigration Act in 1967 to reflect individual achievement and skill as admission criteria have further changed the composition of immigration to Canada and Ontario. In terms of their former status in their country of origin or their position in

^{*} Freda Hawkins Canada and Immigration; Public Policy and Public Concern, Montreal and London: McGill-Queen's University Press, 1972; and Canada Manpower and Immigration, A Report on Canadian Immigration and Population Study, 1974, hereinafter referred to as, "the Green Paper".

^{**} Policy Planning Branch, Ministry of Treasury, Economics and Intergovernmental Affairs, Population and Immigration Issues, (mimeo) p. 2, February, 1975

^{***}Hawkins, p. 35.

Canada, post war immigrants formed a representative cross-section of the social structure, and were not concentrated in the lowest levels.

Replacement of earlier immigration criteria (primarily of national origin) in 1967 in Canada by a point system that reflects 'education and training', 'personal qualities' and 'occupational demand' has led to a further shift in both national origins and class composition, characterized by an increase in total immigration from Asia and a decrease from Northern Europe, and an increase in the immigration of upper middle classes from countries that were not traditional sources of immigration to North America.* The Green Paper**points out the shift toward immigrants from countries with relatively "highly developed educational institutions and strong family ties," i.e. Asia.

The modern immigrant is better informed, more mobile, and has more resources of all types to call upon, not necessarily of an economic nature.

The unskilled immigrant is decreasing in numbers, but those that do come are either sponsored by family and friends or arerefugees. Sponsored migration has been drawn largely from Southern Europe. The "sponsorship" system reflected in federal immigration regulations until 1967 proved to have the following qualities as they affect Ontario and Metropolitan Toronto:***

- . a major bias in favour of national groups already established in Canada, particularly those with strong kinship ties.
- explosive growth due to 'chain migration' a pyramidal phenomenon with sponsored relatives sponsoring other relatives.
- . no clear indication of the value of

*** Hawkins, pp. 49-53.

^{*} Hawkins, pp. 8-12.

^{**} Points out the shift towards countries with relatively "highly developed educational institutions" and with "strong family ties", that is Asia; Vol. I, p. 35.

sponsorship in long term adjustment patterns of immigrants; and

• the growth of large self-contained communities in major metropolitan areas.

By the mid-fifties it was calculated that one Italian immigrant meant forty nine relatives who also immigrated. There was a large base for unskilled immigrants with no means to control the flow until 1963. Between 1957 and 1963 Canada experienced very high levels of Italian and British immigration. However, the post war entry of unskilled immigrants into Canada from Britain, Portugal and Italy was not all spontaneous; it had to do with intensive recruitment efforts by both the Canadian government and private enterprise

A 1966 White Paper* proposed that the sponsored streams be divided into 'dependent and non-dependent relatives'. It suggested that those in the 'nominated' category must pass a selection process based on education, skill, and age, somewhat less stringent than that for the independent immigrant, who has responsibility for his own adaptation.

TABLE IV - 1 CANADA: IMMIGRATION BY CATEGORY OF ADMISSION (1951-1973)

			CATEGORY						
YEAR		TOTAL	SPONSORED		NOMINATED		INDEPENDEN		
		n	10. 8		no.	%	no.	90	
1.	1951	194,391	69,203	35.6			125,188	64.4	
2.	1956	164,857	52,978	32.1			111,879	67.9	
3.	1961	71,689	34,337	47.9			37,352	52.1	
4.	1966	194,743	66,562	34.2			128,181	65.8	
5.	1968	**183,974	38,307	20.8	35.040	19.1	110,627	60.1	
6.	1971	121,900	33,450	27.4	29,328	24.1	59,122	48.5	
7.	1973	184,200	42,001	22.8	44,682	24.3	97,517	52.9	

Source: summarized from <u>The Green Paper</u>, Immigration and Population Statistics, <u>Table 3.4</u>, p. 39.

^{*} Canada, Department of Manpower and Immigration, WHITE PAPER ON IMMIGRATION, 1966.

^{**} The 'nominated' category was established in 1967 and enumerated beginning 1968.

Table IV - 1 shows the changes in the composition of immigration since the 'nominated' category was introduced. (The figures are for Canada as a whole.) The streams in 1956 and 1968 (rows 2 and 5) are comparable in size. While the number of immigrants in the independent category has decreased somewhat, the major change is in the 'sponsored' category. This category decreased significantly and contributed to the relative increase in the 'nominated' category. The Green Paper documents a relative decline in the level of skills of the immigrants bound for the labour market since the nominated immigrant category was introduced, but adds that the immigrant labour force has been filling a labour demand, since it has been bound for regions with the lowest unemployment. However, it does question the wisdom of meeting unskilled labour demands with immigrants. The Green Paper also notes that if the 'nominated' category is dropped, provinces and local governments will have to provide increased social, economic, community and manpower services to the immigrant labour force through the public sector.

TABLE IV - 2 CANADA: INTENDED LABOUR STATUS OF IMMIGRANTS: 1951-1973

YEAR	TOTAL IMMIGRATIO	WORKERS	STATUS NON WORKERS	WORKERS AS % OF TOTAL
1. 1951	194,391	110,464	83,927	56.8
2. 1956	164,857	91,039	73,818	55.2
3. 1961	71,689	34,809	36,880	48.6
4. 1966	194,743	99,210	95,533	50.9
5. 1968	183,974	95,446	88,528	51.9
6. 1971	121,900	61,282	60,618	50.3
7. 1973	184,200	92,228	91,972	50.1

Source: summarized from The Green Paper, Immigration and Population Statistics, Table 5.1, p. 65.

Immigration and Work Force in Canada, Ontario and Toronto

Table IV - 2 shows that over 50% of all immigrants intend to enter the labour force, although this proportion has been decreasing since 1951. Table IV - 3 computed for Ontario, shows that the majority of immigrants are concentrated in the professional, technical, clerical and manufacturing sectors in Ontario. The relative proportion, as well as the actual number, of unskilled immigrants into Ontario has declined since 1966 rather dramatically. The general conclusions of the Green Paper indicate that immigrants find satisfactory employment matching their skills within one year of immigrating. Their initial low levels of income are attributable to their not being able to find employment commensurate with their skills. But language fluency and Canadian experience comes in about three years. During that period their incomes rise rapidly, even though subsequently the rate of increase is not as high as that of their Canadian counterparts.

A much larger proportion of immigrant spouses work (Table IV - 4) as compared to the control group of Canadians; the relative proportions are especially large for Ontario. The Longitudinal Analysis published as part of the Green Paper* shows that most of these wives work in clerical, managerial and service occupations. Very few are in the 'unskilled' category. Only 4% of immigrants are 'below' the poverty level compared to 17% among comparable Canadian groups.

^{*} Green Paper ... (cited above), Three Years in Canada: First Report of the Longitudinal Survey on the Economic and Social Adaptation of Immigrants. The word "comparable" has not been defined in that document.

TABLE IV - 3
ONTARIO: IMMIGRATION BY INTENDED OCCUPATION GROUP
AS PERCENTAGE OF TOTAL IMMIGRANT WORKFORCE

		1961	190	5 6	1970		197	2
OCCUPATION	9	No.	0,0	No.	8	No.	ે	No.
Professiona and Technic	1 al ^{16.8}	2,946	19.7	10,494	25.2	10,741	23.0	7,119
Managerial and Officia	2.4	417	2.0	1,077	3.3	1,416	6.4	1,980
Clerical	13.0	2,266	13.3	7,070	16.9	7,209	15.9	4,936
Finance	0.2	40	0.2	125	0.6	256	0.6	200
Sales	3.5	612	3.2	1,687	3.6	1,531	3.8	1,167
Service	18.1	3,162	8.0	4,277	9.6	4,099	11.0	3,425
Agriculture Fishing, Logging.) - 6.8	1,190	3.4	1,832	2.4	1,034	3.6	1,116
Mining	0.3	52	0.3	152	0.3	121	0.2	51
Manufacturi & Mechnical Construction)-23.7	4,146	26.7	14,223 5,746	22.6	9,612 3,706	19.7 7.4	6,105 2,304
Transportat	ion1.1	197	1.3	687	0.8	338	1.0	327
Communication	ons0.5	96	0.6	290	0.3	130	0.3	81
Unskilled Labourers	13.4	2,340	9.6	5,095	2.3	956	2.3	717
Occupation Not Stated	0.2	31	0.9	452	3.4	1,424	4.8	1,476
Total	100.0	17,495	100.0	53,207	100.0	42,573	100.0	31,004

Source: Department of Manpower and Immigration.
Compiled by Ontario, Ministry of Treasury,
Economics and Intergovernmental Affairs, 1974.

TABLE IV - 4
CANADA: PFRCENTAGE OF IMMIGRANT WIVES EMPLOYED
FOR SELECTED PROVINCES (1970-1973)

AFTER SIX MONTHS	AFTER ONE YEAR	YED AFTER THREE YEARS
42	45	51
33	42	48
3 4	32	33
38	42	46
	MONTHS 42 33 34	MONTHS YEAR 42 45 33 42 34 32

Source: summarized from Canada Manpower and Immigration, A REPORT ON CANADIAN IMMIGRATION AND POPULATION STUDY, 1974. "Three Years in Canada: First Report of the Longitudinal Survey on the Economic and Social Adaptation of Immigrants", Table 3.10 p. 43.

Ontario's Immigration Policy : Highlights

The British North America Act (1867) declares immigration, (along with agriculture) to be a matter under the concurrent jurisdictions of the Federal Parliament and the Provincial legislatures.

Ontario, Manitoba and Quebec are the only three provinces that have had well articulated immigration policies of their own. Of these, the Government of Ontario has been the most active in the field and has concentrated almost wholly on recruitment.*
Ontario's immigration service is essentially a

^{*} Ontario Economic Council, Report of the Intergovernmental Committee on Immigration, 1965.

specialized personnel service designed to meet the requirements of Ontario employers for skilled workers unavailable in the Canadian labour market. The Ontario government has until now let the federal government handle the questions of policy, even though the social investment burdens are concentrated on the Province and its major municipality.

All reviews of the pros and cons of immigration begin with an emphasis on the "burdens" of heavy social overhead that immigration means to urban Canada. But all documentation (including that of the Green Paper and its background studies) concentrates on the economic benefits of highly mobile, trained and adaptable immigrant labour. Virtually no documentation of the regional incidence of the costs and benefits of immigration has been attempted, although an active recruitment policy assumes the benefits of readily trained, mobile and adaptable labour force. The Longitudinal Study published as part of the Green Paper also merely documents the successful economic adaptation of immigrants.

V METRO TORONTO'S FUTURE POPULATION

The task of assembling and assessing Metro's future population projection remains. Over twenty-five separate population projections for Ontario exist. There are no less than one hundred projections for variously classified subregions of Southern Ontario, and about a dozen projections each for the six area municipalities of Metropolitan Toronto. Many of these are either directly or indirectly from projections for Canada as a whole; and all extend over various target dates and intermediary years culminating in the year 2001.

Section 2 (Tables 2A-20)*of the Technical Appendix to this report lists each one of these projections, for Canada, for Ontario and for various subregional jurisdictions including Metro Toronto, as well as for the six constituent municipalities that comprise Metro. Section A of the Technical Appendix collates information on target dates, areal units, scope and purpose and the various methodological details and assumptions of each one of these efforts.

The Philosophy of Population Projection

Population projection is an exercise in the construction of various scenarios of the future, based on the analysts' judgements and expectations on how the components of growth might behave in the future. Population projection is also the construction of "what-if" scenarios of the future, such as

- . "what-if" fertility increases?
- . "what-if" mortality increases?
- . "what-if" the age at marriage rises?
- "what-if" immigration is zero?

^{*} All references are to tables in the Appendix II: Technical Appendix, Section 2.

The choice of the questions posed above is deliberate: the researcher's assumptions need not be "realistic"; indeed, in practical terms some of these may be highly "unrealistic", but are used as an effective means to illustrate the consequences of desirable and undesirable alternative futures and the factors that cause them.

What follows is an enumeration and evaluation of projections of Metro's size in 2001, 1981 and 1986. Although numerical estimates for these future dates are provided only for Metro, the discussion and evaluation is within the context of various estimates for the counties, regions, municipalities, planning regions, the Province and the country. The estimates for these larger units are available in the form of a Technical Appendix to this report. Citation of specific numbers for the larger regions, such as the COLUC area for example, are avoided in the text because each one of these citations would have to be followed by so many qualifiers and modifiers regarding the year, the boundaries and the method used that the free flow of the text would be interrupted.

Metro's Future Size:

The estimates of Metro's population twenty five years from now, i.e. in the year 2001, range from a low of 2.74 million* to a high of 4.15 million.**

The modal estimates***of Metropolitan Toronto's population range from 2.8 to 3.0 million people in the year 2001 as compared to today's 2.2 million.

^{*} Technical Appendix, Section 2, Table 2I and 2F.

^{** (}a Department of Municipal Affairs projection of 1971). This latter figure of 4.15 million preceded and probably inspired the TCR-COLUC planning effort to construct desirable and feasible future population scenarios.

^{***} A "mode" is the most frequently occurring number or range, in statistical terms. For comparative purposes only three future target dates 2001 (or 2000 when used instead in projections), 1986 (or 1985), and 1981 are discussed.

Metropolitan Toronto Planning Board's efforts to project Metro's growth illustrate the dilemmas. Is it the accommodation or the direction of growth at which a projection is aimed? The Board's early efforts (in 1968), based on trend projections arrived at a figure of 3.12 million. Its most recent effort (1975) is based on a projection of Canadian growth to 31.5 million in 2001, (a figure higher than the most popular and frequently used Statistics Canada Series B of 30.66 million) and of Ontario's growth to 12.32 million (a figure much higher than most T.E.I.G.A. projections that are themselves currently being revised downward) and an apportionment of that growth to Metropolitan Toronto. It is also based on assumptions about the relative pace of servicing in the "fringe" areas. Rapid fringe servicing could result, according to Metroplan, in Metro's size reaching close to 3.0 million in 2001 while "slower" servicing in the fringes will produce a Metro Toronto population close to 2.8 million in 2001.*

The Short Term Forecasts : An Evaluation

Projections for 1986 place Metro's size between 2.46 and 2.89 million. The following factors provide a key to the evaluation of Metro's size in 1986 and 1981.

In the short run (1981) Metro's size will be the result of :

- · Canada's immigration policy;
- . the rate of development in Scarborough and North York;
- . the rate of out-migration to the surrounding regional municipalities; and
- . the net balance in interprovincial migration.

^{*} Technical Appendix, Table 2I.

Each of the above factors will be discussed in turn.

CANADA'S IMMIGRATION POLICY:

Federal immigration policy is currently under review; therefore it is too early to predict its future direction. While these policy trends are impossible to predict, barring radical reversals of immigration policies, most immigration projections for Metro are probably on the high side. Metro would be experiencing substantial net outmigration already, but for the inflow of international immigrants. Earlier sections of this report discussed the impact of immigration in detail.

On the balance we may expect

- a substantial reduction in total immigration in the next decade, as compared with the last;
- immigration from countries that contribute less to Metro's growth to be least affected by policy changes (U.S.A., Northern Europe, Britain vis-a-vis Europe, Asia and West Indies);
- . immigration, always responsive to labour markets, will flow more to Alberta and British Columbia.

THE PACE OF DEVELOPMENT IN NORTH YORK AND SCARBOROUGH:

The density of development permitted and encouraged by the official plans of the Boroughs of North York and Scarborough are the crux of the issue. Declining rates of growth in Metro may be ameliorated somewhat, should the two boroughs accelerate development. While the population projections for constituent municipalities are not expected to change Metro's rate of growth significantly over the long term, North York and Scarborough could grow faster in the short term.

North York's projected population is about 640,000 for 1981.* But the TARMS projection, based on a more recent collation of employment, population and land use data uses 634,000 as a target for 1986 and the Borough's estimated capacity as 650,000. So, North York is unlikely to grow at the rate projected by Metro during 1975-1981.

The situation in Scarborough is slightly different. While Metro's planning staff project about 460,000 for 1981, Scarborough has a zoned capacity of 474,000 and a projected capacity of 676,000.**

Scarborough's targets and projections for 1981 may also be affected by current Ontario Housing Action Program initiatives. It is the only borough within Metro where substantial Ontario Housing Action Program development might take place.*** This means a further acceleration of Scarborough's growth.

Obviously the core area's rate of growth will ultimately determine the pace and size of both Metro and of the City's share within Metro.

^{*} as estimated by Metro's planning staff. See Technical Appendix, Section 2, Table 2N.

^{**} Table 20

^{***} Development in the Steeles - Milliken area could have a capacity of about 15,000 people.

NET EFFECTS OF INTERPROVINCIAL MIGRATION:

A major unpredictable and largely uncontrollable factor is the net interprovincial migration into Ontario and to Metro Toronto. This subject has been explored in detail in earlier sections of this report. The points of relevance raised there need only be recapitulated briefly: in-migration from Quebec, a phenomenon that is unpredictable and depends on the economic situation in that province, might contribute significantly to Metro's growth in the short run. Out-migration to British Columbia and Alberta is certain to increase and would counter this trend. It should be emphasized that interprovincial migration alone will not offset the effects of out-migration to Peel, Halton and York.

Metro's decreasing rate of growth will decline even further to the point where natural increase will become the more prominent determinant of Metro's growth in the interim time horizon (1986), if immigration is eliminated or greatly reduced, or if the patterns of origin of immigrants change.

As with all forecasting, the problem with immigration is the absence of a satisfactory forecasting method.

All projections of international migration use the 'quota' method: they use three or more totals representing a low, medium and high estimate. These in turn, are based on immigration experience during the last thirty years. The estimates for Canada range from a low of 20,000 people per annum to a high of 100,000 people per annum, with a medium projection of 60,000. Lowest net gains of 20,000 immigrants were experienced in the middle forties, and the highest net gains of 108,000 per year were experienced in the sixties. The median figure is close to the rates during the mid sixties when immigration to Canada averaged 78,000 per year.

The simplest and thus the most frequently used method to project Ontario's total net in-migration is to assume that one half of Canada's immigrants are destined for Ontario and to add a constant figure of either 15,000 or 20,000 to take account of the net interprovincial gain. Projections of both these components are based on past trends. Analysis of migration data indicates that the impact of international migration on various parts of Ontario has remained stable and predictable throughout the past. But it appears trends in interprovincial migration are changing significantly. Should national policy with respect to immigration change, the impact of interprovincial migration will determine Ontario's future population distribution and size. In the light of changing economic interrelations between provinces, the direction and effect of this change is unpredictable.

Much of what was said above about Ontario applies to Metropolitan Toronto as well. Allocating international migration by apportionment is consistent with past trends: Metro's subregional share of this component has remained remarkably constant over time; (see Section 3) but inter and intraprovincial movements are equally important and might become increasingly so. Most projections which were examined do not take this into account.

Metro's Population in 1986: The Medium Term Forecasts:

All considerations that were discussed above will obviously affect Metro's size in 1986, not only because they would determine the region's base size in 1981 from which further growth will take place, but also because many of these factors will continue to determine the pace and direction of future growth. In addition, the following additional considerations will begin to have an influence on Metro's growth from 1981 to 1986. While these factors can be specified in order of their impact on Metro, the actual magnitude of their impact is impossible to measure.

- Design for Development: Toronto Centred Region Concept.
- 'The economic prospects for Ontario in the 1980's; and
- · The future rates of natural increase.

DESIGN FOR DEVELOPMENT

Several preferred policy thrusts that emerged from the COLUC planning effort, and the impact of recent provincial and federal policy decisions will come into play after 1981. The efforts to decentralize central Ontario's growth eastward toward Oshawa and Pickering is probably the most important of them all. Major growth nodes in the Durham region will centre around the Pickering Airport and the North Pickering community, a location that might not be far enough east for independent growth. Unless a concerted effort is made to strengthen Oshawa as a node, provincial planning efforts to decentralize and channel grow eastward might turn out, on the contrary, to be the single most centralizing force, particularly if reinforced by improved transportation links with the new Pickering Airport.

ECONOMIC PROSPECTS

This reasoning assumes of course, that economic prospects for Canada and Ontario will continue to remain bright in the next decade, and also that Ontario's relative prosperity vis-vis the Pacific provinces and Quebec remains unchanged.

The dramatic changes in targets and projections based on growth oriented and demand oriented assumptions as opposed to those based on notions of "managed" growth is illustrated best with respect to projections for the Toronto Census Metropolitan Area made by Lithwick*, and by Yates.**

Lithwick develops forecasts for the major economic and demographic determinants of the urban system, projects these parameters into the future and uses these projections as the basis for future population estimates. Yates uses similar econometric techniques to project and allocate population within Central Canada.

^{*} Lithwick, I. (1971) The Urban Future, Research Monograph, CMHC

^{**} Yates, M. (1975) Urban Growth in the Quebec-Windsor Urban Axis, (unpublished ms.)

Lithwick's figures for the Census Metropolitan Area* range as high as 4.69 million in 1986 and 8.5 million in 2001, while CMHC's projections from Metro Toronto for 1986 are 4.2 million.

NATURAL INCREASE

It was mentioned earlier that Toronto's crude natural increase rates are higher than those of Ontario and Canada. With decreased net migration, natural increase will become the major factor determining Metro's population in the medium horizon

Most demographic studies state that mortality rates for Canada and Ontario are the simplest to project, of the three components. They assume a further steady, though slow decline in infant mortality and a slow increase in life expectancy brought about by medical research on degenerative diseases.

Considerable differences now exist between the life expectancies of males and females in Canada (68.8 vs 75.2 years in 1966). Earlier, we noted that the ratio of females to males increases to 1.5 after age 55, principally due to longevity of females; men die earlier because of the higher incidence of stress diseases and of degenerative diseases. While long term increases in life expectancies may indeed come slowly, very few of the studies we examined explore the effect of the increased entry of women into labour force and its possible adverse effect on female life-expectancy.

It is beyond the scope of our report to evaluate this possibility in detail. But should it be an important determinant of life expectancy among females, projections for 1981 and 1986, the years when major increases in the number of women in the labour force are expected) will need re-examination.

^{*} See Technical Appendix, Table 2H.

This is especially so because of the effect of such changes on the age composition of future populations. The problem of an aging population needing social support services may not be as severe as anticipated.

So far as national and provincial projections are concerned, fertility rates are the most difficult components to project and are the most crucial determinants of growth. Two opposing viewpoints exist with regard to the most reasonable trends in future fertility: first, that the secular decline in fertility is inevitable and that post war departures from this declining trend were unusual and should be ignored in any future projection of fertility. The second viewpoint maintains recent low levels of fertility (1.9 children per woman in the child bearing age) are temporary results of decisions to postpone childbearing, and are likely to increase in the near future.

An additional problem relates to the smooth projection of long term fertility trends, irrespective of whether such projections are upward or downward: it ignores sharp kinks for short time periods, kinks that are crucial to planning physical and social infrastructure. (schools, housing, social benefit payments.)

Only a very general statement on natural increase is possible at this stage. Those projections of natural increase that are based on 'medium' assumptions in the Technical Appendix are perhaps too high both for Ontario and for Metro. By 1986, this rate of natural increase will determine Metro's growth if it counterbalances reversed migration trends.

Metro's Population in 2001

The arguments presented earlier, demonstrate the pitfalls of crystal ball gazing in projecting future population. But the fact that projections tend to become predictions and even self-fulfilling prophesies, comes to our rescue in the last analysis:

the prevalent growth philosophy and consequent changes in social and economic attitudes and Canada's international role will help determine Metro's size in 2001

Most critical evaluations of future population trends in Metropolitan Toronto have approached the issue in terms of the control and accommodation of growth: population in Metro has been growing and this growth has led to accelerated demands for a host of physical and social services. Expertise is thus applied to the task of determining both how many people may be expected to reside in Metro in the future and how much in the way of services will be needed to meet this growth in specific locations.

In adopting this approach of accommodation, we can become victims of our own methodology: Growth becomes "inevitable".

However, should the philosophy of moderated growth prevail over the long run, and if municipalities are not forced to seek growth-oriented assessment, then a Metro of about quarter to a half a million more people than in 1975 may be a high figure. On the other hand, if growth-oriented political and economic philosophy makes a strong return, redevelopment at high densities becomes possible. To illustrate: Toronto's densities are about two thirds those of many major cities in the world. The City's present density is about 80 persons per acre and Metro's chairman has been quoted as saying that Metro could accommodate an additional 800,000 people and still have overall density of 66 per acre.

The key to Metro's future growth in the long term are the official plan policies implemented not only by Metro Toronto and the area municipalities, but by other major regional municipalities in the area: physical constraints set by official plans are the best deterrents of growth. On the other hand, the combination of an immigration policy that is short term labour market demand oriented, supplemented by comfortable social security, education and health programmes for citizens and a commitment to continue a high level of economic prosperity, are all unlikely to decelerate growth.

APPENDIX I : AREAL UNITS AND BOUNDARIES

Throughout this study, several regions adjacent to the Metropolitan Toronto Planning Region (called Metropolitan Toronto Region) have been made. The following definitions have been used to distinguish the areas. The accompanying maps provide the actual boundaries in each case.

(1) The Toronto and Region Model Study Area:

(TARMS Area, 1972) includes The Municipality of Metropolitan Toronto, and all of the regional municipality of York to the North. It includes all of the Regional Municipality of Durham, except for the centre of Reach, Brock, Thorah, Cartwright, (accounting for a total population of 6,200 in 1971). On the west side, TARMS study area includes the counties of Halton, (that part of Wellington county south and east of Guelph, and all of Wentworth County).

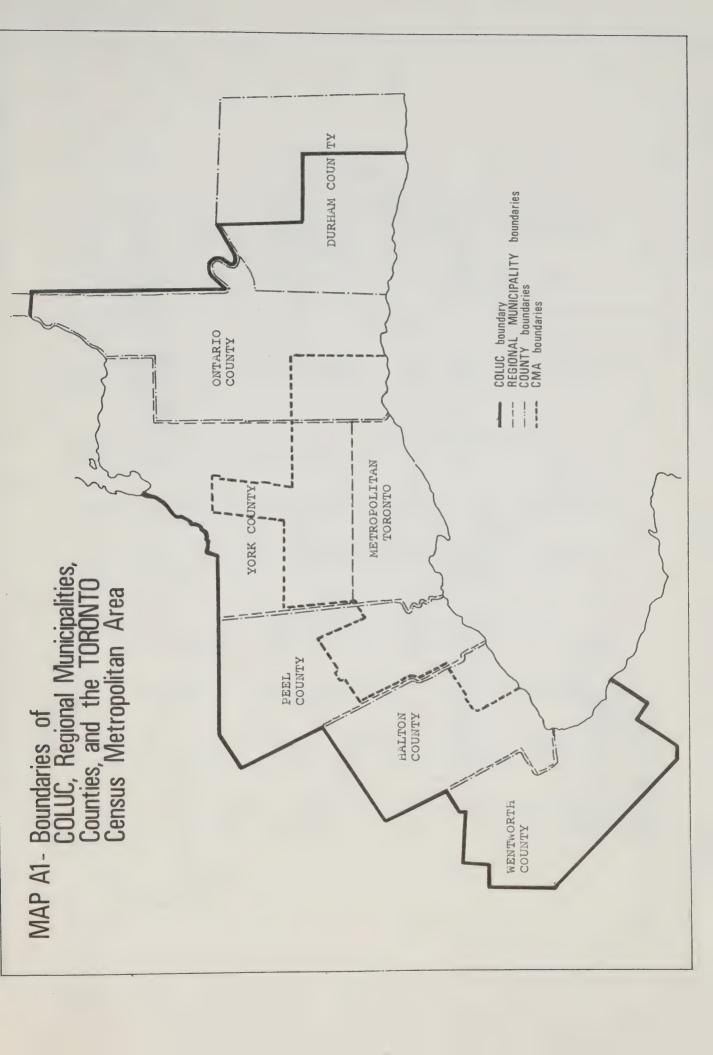
(2) The Metropolitan Toronto Transportation Plan Study:

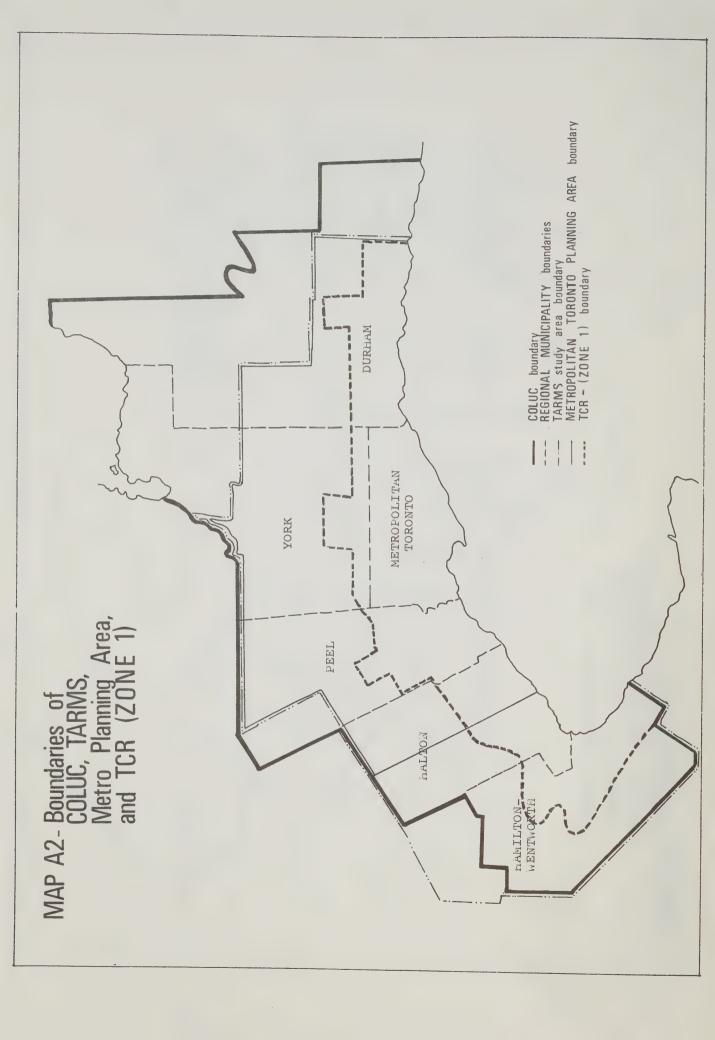
In addition to the Municipality of Metropolitan Toronto, this study area includes the southern part of York Region. (excluding the Townships of Georgina, East Gwillimbury and Scott), and includes all of Durham region except for the save centres as in the TARMS study listed in (1) above. On the west, it includes a part of the Halton region, consisting of the towns of Action, Georgetown, Milton and Oakville, and the Township of Esquesing.

(3) Toronto Census Metropolitan Area (1971):

Most scholarly studies of Toronto use the CMA as the base for much of their analysis and cross-Canada comparisons. In addition to the Municipality of Metropolitan Toronto, the Census Metropolitan Area (defined as the labour shed or commuter area) includes all of the Region of York (except the Township of Georgina), all of Peel, and a part of

Durham Region (only the towns of Pickering and Ajax and the Village of Ajax). On the west, the Census Metropolitan Area includes all of the region of Halton as well. The total difference between the 1971 populations of Metro (2.086) and the CMA (2.609), about a half a million people is accounted for by these fringe areas.





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We were requested to caution all readers that all population estimates should be treated as tentative and as representative of magnitudes of ranges; not as precise numerical estimates.

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